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AUTHOR Steeves, Roy W.
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ABSTRACT

In May 1966, the Bureau of Adult Education, California State Department of Education, conducted a questionnaire survey on accepted program practices and on attitudes of administrators of school district programs toward innovative practices in instruction for non English speaking, Spanish surname adults. Of 366 program administrators queried, 191 responded. Findings on existing practices, as well as on attitudes toward mobile resource units, instructional materials, use of ethnic group leaders, and kindred matters, indicated that there is great flexibility in program administration; that educators are experimenting with various means of coping with educational problems in their communities; and that most administrators are responsive to efforts by the state to bring about change. (ly)

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ATTITUDES OF ADMINISTRATORS TOWARD INSTRUCTIONAL PROGRAMS FOR ADULTS WITH SPANISH SURNAMES

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CALIFORNIA STATE DEPARTMENT OF EDUCATION
Max Rafferty—Superintendent of Public Instruction
Sacramento, 1969

ATTITUDES OF ADMINISTRATORS TOWARD INSTRUCTIONAL PROGRAMS FOR ADULTS WITH SPANISH SURNAMES

Prepared by

ROY W. STEEVES
Assistant Chief, Bureau of Adult Education

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Preface

In May, 1966, the Bureau of Adult Education, California State Department of Education, distributed a questionnaire prepared by Mrs. Patricia Cabrera, Education Project Specialist, to administrators of California school district programs in adult education. This questionnaire was designed to obtain information about accepted program practices and administrator attitudes toward innovative practices in the instruction of non-English-speaking adults (Spanish-surname population). Of the 366 administrators queried, 191 responded. This good response indicated that school district administrators favored Department efforts to gather such information.

The Bureau of Adult Education has found the information obtained through the questionnaire useful in planning program activities for adult basic education and in planning activities pertaining to curriculum development for non-English-speaking adults with Spanish surnames. The report developed from this information may help the administrator of the adult school to determine whether or not his attitudes and practices measure up to those considered professionally sound by most other administrators. The time lapse between the gathering of the information and the publishing of this report enables each administrator to determine his own responsiveness to social change and changing practices in adult education. The school administrator who reads this report carefully may recognize attitudes that he accepted in 1966 but that are no longer relevant.

EUGENE GONZALES
Associate Superintendent of Public Instruction; and Chief, Division of Instruction

STANLEY E. SWORDER
Chief, Bureau of Adult Education

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Introduction

The following recommendations and report, *Attitudes of Administrators Toward Instructional Programs for Adults with Spanish Surnames*, have been developed from a questionnaire drawn up by the staff of the Bureau of Adult Education, California State Department of Education. This questionnaire contained 23 items and was distributed to school districts in a form designed to obtain written statements; therefore, a detailed statistical summary of the respondents' statements cannot be given since the questionnaire was not so designed.

In its questionnaire the Bureau of Adult Education asked administrators of adult schools to answer questions in the following categories (numbers in parentheses refer to those numbers used in questionnaire items):

1. Articulation of the curriculum, with specific reference to English as a second language and parent education programs (questionnaire items 1 through 4)

2. Innovative and creative program practices and flexibility of administrators' attitudes toward such practices (questionnaire items 5 through 8)

3. Existing school-community relationships and willingness of administrators to explore new channels of communication (questionnaire items 9 through 14)

4. Types of materials being used in the instructional program and the attitudes of administrators toward experimentation in this area (questionnaire items 15 through 18)

5. Existing practices in teacher training and counseling of students, and the willingness of administrators to assume leadership of experimental programs and to permit staff participation in them (questionnaire items 19 through 21)

6. Existing practices concerning program "linkages" and administrator attitudes toward efforts to develop programs with other agencies (questionnaire items 22 and 23)

Recommendations

According to the findings published in the accompanying report, existing practices indicate strongly that there is great flexibility in the administration of adult education programs; that administrators are experimenting with various approaches in coping with the educational problems of their communities; and that most administrators are responsive to efforts by the state to bring about changes in the areas covered by the questionnaire. On the basis of these findings, the following recommendations are made:

1. A workshop composed of administrators, teachers, and community leaders in California should be established to analyze existing programs dealing with English as a second language and parent education. This workshop should also develop a plan for the articulation of these programs.

2. In the administration of the adult basic education program, further efforts should be made to ensure that classes for the non-English-speaking are located near their homes and that a good public relations program is being carried out. Federal funds should be sought statewide to develop and demonstrate the effective use of television in communicating adult school programs and in teaching.

3. As an outcome of future workshops, a handbook for administrators dealing with more effective means of school-community relations should be published by the state.

4. In addition to existing state handbooks on materials of instruction for English as a second language, a more comprehensive and detailed publication should be developed at the earliest opportunity. Moreover, workshops for teachers and administrators of adult education should be conducted to enable them both to become familiar with the best teaching materials available and to determine an objective method of selecting these materials.

5. Counseling services are inadequate. By taking advantage of inservice training opportunities and by using funds available (local, state, and federal), a school district can develop a corps of trained counselors.

6. The willingness of administrators of adult education to participate in programs for planning program linkages is evident from their responses to this questionnaire. Administrators of adult schools should involve themselves in every governmental planning group dealing with this problem.

Report and Analysis of Questionnaire Replies

In the following section the Bureau of Adult Education presents (1) the questions asked in its questionnaire; (2) a description of the replies to the questions; and (3) an analysis of the replies:

1–2. At present are there any classes in parent education in operation with which you have an association? At present are there any classes in English as a second language for adults with which you have an association?

Most of the classes in parent education, including child observation, were described as being designed for middle-class mothers. In almost all cases the answers indicated that parent education and English as a second language were considered as distinct and separate disciplines.

3. Have you formulated any opinions related to the possible articulation of English as a second language instruction with classes in parent education?

Although many reacted to the question by saying that articulation was "unnecessary," some indicated that such an effort might be advisable. For example, many respondents felt that classes in English as a second language should contain material relative to the home and family and that information relative to parent education could be given in the native language. Others felt that the teacher could use selected English words and phrases in teaching mothers and children in order to assist the children upon entering school and to motivate parents to join regular classes in English as a second language.

4. With which of the following courses might articulation of English as a second language be most successfully accomplished:

Classes for parents of preschool children?

Classes for parents of school-aged children?

Others?

This question aroused little response. It seemed evident that most classes served parents of preschool children. However, the few responses that were received presented a wide range of opinion, such as the following: "Do not make classes exclusive"; "Include parents of both for purposes of administration"; and "Parents of both groups ought to learn to speak English. It might be desirable to have separate classes for each."

5–6. Are all classes of parent education and English as a second language taught in a regular school facility? If yes, elementary, secondary, J.C.? If no, where else? Would you make recommendations?

Administrators generally accepted the concept of holding classes in branch schools to serve particular geographic areas and specific populations. In addition many administrators stated it was already established policy in their districts to locate classes in out-of-school buildings to reach target populations in their neighborhoods. Some of the facilities currently being used are:

- Labor camp classrooms
- Vacant stores
- Housing developments
- Fire stations
- Leased houses
- National Guard armories
- City park facilities
- Churches
- Youth centers
- Libraries
- YMCA buildings
- YWCA buildings
- Facilities of fraternal organizations
- Union halls

7a. What is your reaction to bussing students to school facilities?

Some respondents answered favorably as follows:

- Bussing is a good means of transporting people to classes when equipment is involved; e.g., for shop classes, home economics classes, and so forth.
- Bussing is already under way in adult education programs.
- Bussing will encourage greater enrollment.
- Bussing will ensure "ethnic" involvement.

Although they did not reply completely in the negative, many respondents stated that they preferred using neighborhood centers as classrooms to bussing to other locations.

Others expressed their disapproval of bussing in such comments as the following:

- People who need bussing are and will be dropouts.
- People who do not have cars should get bicycles.
- People should go on their own; getting around the city is part of learning.

Many other respondents stated that bussing was not permitted under present district policy and that it would be very expensive and time-consuming if it were established.

7b. What is your reaction to establishing mobile schoolrooms?

Many respondents felt that classes should be held in locations within walking distance of students' homes. (This reaction was previously noted in the answers to Question 6.) Others expressed themselves as follows:

- Mobile schoolrooms can give education a chance to move with a shifting population.
- Mobile schoolrooms allow teachers to learn more about their students' environment.
- Mobile schoolrooms are less expensive than bussing.

Negative reactions to this question expressed concern for the possibility of inclement weather, of additional expense, and of perpetuation of social isolation. Some respondents suggested that only a large district would be able to afford mobile units, and they recommended the use of libraries in the local areas or the development of more educational centers instead of the purchase of mobile classrooms.

7c. What is your reaction to establishing mobile resource units to be composed of such things as cultural memorabilia, filmed sociocultural dramas, and language-learning centers with video tapes and monitors?

This third part of Question 7 was designed to elicit comments on the establishment of mobile units for various purposes; e.g., for cultural displays, for little theater performances of plays and vignettes with themes pertinent to social and cultural problems, for language-learning centers, and for television transmitters using video tapes and television monitors to present societal concepts.

Reactions were generally positive, but several respondents added such remarks as the following:

- A mobile unit must not become too "gadgety."
- Programs must be dynamic, pertinent, and full of imagination and showmanship.
- The resource unit might ultimately become permanent.

Some of those queried stated that a mobile resource unit would be an excellent means of improving the recreational programs, of presenting arts and crafts, and of teaching the values of Mexican-American culture. All of these things would, in turn, build up the self-image of the individual student.

One answer was received that was both negative and positive. This respondent pointed out that perhaps only mobile resource units could stimulate the educational program at this time since "more than half of them either cannot or do not want to attend school."

On the completely negative side were such comments as the following:

- The approach is too idealistic.
- The approach is much too sophisticated.
- It is not worth the cost.
- Traditional tools of learning (blackboard, pen, paper, pencil) are the best means for any new activity.
- Such activity is not necessary since it is already being carried out.

7d. What is your reaction to utilizing television and a tutoring system for teaching English as a second language and sociocultural development?

This fourth portion of Question 7 was an attempt to determine reactions to the use of television, augmented by home tutoring, for the purpose of teaching English as a second language. Responses were greatly influenced by considerations of cost. Many respondents also felt that classes in English as a second language required a teacher in the classroom because communication is a two-way street. Others suggested that television might be used for publicity purposes or for teaching the values and attitudes of the dominant culture.

Those who responded in the negative said that television scheduling would be too difficult and that tutors would be too expensive.

7e. What is your reaction to utilizing radio for teaching English as a second language and sociocultural topics?

Those replying in the positive indicated that radio might be an excellent medium of instruction if limited to stations for the Spanish-speaking and coordinated with a school program and a "live" teacher. However, many others felt that television was a better medium than radio.

On the whole, negative responses outweighed the positive ones. Respondents felt that it would be impossible for students to share ideas and to interact if radio were used for teaching English as a second language. A wholly negative response was that radio listeners seek entertainment rather than formal learning.

8. Have you devised any other means of taking education to those who do not physically present themselves at school?

Many of the respondents mentioned classes being held in homes for the aged, in nursing homes, and in county correctional facilities. Others suggested using a mobile reading library, experimenting with telephone home-school linkages, and distributing instructional materials such as tape recordings and books for home use. They also suggested using volunteers for recruitment of students and for service as instructional aides in the classroom or at home.

Three negative comments submitted were the following:

- Instruction cannot take place unless the student is motivated to go to the school.
- Educators should not have to solicit business.
- Good educational practice does not provide for such service, except for the physically handicapped.

9. Through what kinds of activities have you been successful in achieving a relatively permanent identification on the part of the adult with the school or learning situation and education in general?

The great number of responses to this question indicated that presentation of quality programs, distribution of brochures, and publicity were believed to be the best ways to reach people.

One administrator cited a particular course, "How the Child Learns," which had been taught in both English and Spanish in his area, as having been the most effective means to sponsor permanent identification with the school and education in general. Others gave their vote of confidence to teachers who could integrate students into a "closely-knit, friendly, family-type relationship that develops loyalty." One administrator described this relationship as "love."

Other opinions expressed by respondents were as follows:

- The establishment of all classes at the school center tends to promote community identification with the school.
- School recreational activities provide opportunities for family participation and promote identification with the school.
- Employment obtained as the result of school attendance promotes identification with the school.
- The use of teaching personnel recruited from the minority-group population develops permanent identification with the school and with the learning situation.
- Baccalaureate ceremonies that give adequate recognition to graduates create permanent identification with the school.

10. Do the teachers make any home visitations?

In general, the responses to this question were in the negative. Specific comments included the following:

- The evening faculty is unable to make home visits.
- Visiting of homes is no longer done since it makes students feel indebted.

On the positive side, one respondent hoped to employ a recruiter some time in the future. Another thought it noteworthy that one of his psychology teachers offered free clinical service. Still another recalled that in a recent survey conducted in two target schools in which 300 families were involved, 85 percent of the families stated that they would welcome teachers' home visitations.

11. In addition to your regular credentialed staff, are there any other persons or groups involved in teaching either parent education or English as a second language; i.e., teacher assistants, members of PTA or FTA?

According to some respondents, subprofessional aides for various kinds of services were being used. These aides were identified as high school students working in tutorial programs, student teachers from colleges and universities offering teacher-training programs, workers from Volunteers in Service to America (VISTA), employees of social welfare agencies, employees of the Neighborhood Youth Corps, and members of the PTA.

The most negative comment came from a respondent who did not want the services of lay volunteers. He expressed his strong feeling in the matter by stating that "such persons are a nuisance

rather than a help, since they operate as if they know how to teach and run the schools better than the trained staff."

12. What means have you used to recruit adults into either parent education classes or classes in English as a second language?

Respondents identified several methods of recruiting adult students, including the establishment of working relationships with agencies and groups such as the following:

- Department of Welfare
- Department of Employment
- Immigration and Naturalization Service
- Labor contractors and labor unions
- Community action agencies

Other suggested methods of recruitment included the following:

- Direct school-community, person-to-person contact; e.g., the use of community aides working in the target area
- House-to-house canvassing by school personnel
- Teacher visitations to selected homes when indicated by information from other agencies
- Student person-to-person contact for the purpose of bringing friends to school
- Distribution throughout the community of materials printed in both English and Spanish concerning the school and its class offerings; i.e., by mailing class schedules and brochures and by inserting brochures in grocery bags.
- Distribution of printed materials to the home by elementary school children
- Distribution of information concerning classes to employers, growers' associations, and other such organizations
- Placement of materials concerning the school in doctors' offices, libraries, and so forth
- Use of the mass media; i.e., by putting spot announcements on radio and television and by submitting to local newspapers reports on school programs of instruction and school activities
- Placement of wall posters in appropriate public places
- Miscellaneous methods, including the following: location of classes within the neighborhood to be served; establishment of contacts with neighborhood nursery schools, both public and private; development of special programs in the adult school with particular emphasis on Mexican-American and Latin-American cultures; i.e., through the use of films, lectures, and displays

This wide variety of recruitment activities and practices indicates great flexibility and affirmative attitudes among adult school educators in establishing effective school-community communication. Only one respondent expressed an opinion that could be construed as negative – that the shortage of qualified teachers made it impossible to offer a large number of classes in such subject areas and that, consequently, recruitment of students was not a real problem.

13. Have you been successful in developing child care centers for parents with small children?

Many respondents said that such child care centers used to support adult education were already well established in their districts. They also indicated the importance of such service. Without the child care centers, they stated, a great number of parents would be unable to attend classes; therefore, this service was a major factor in the success of an adult education program. However, they believed that financial support for the centers should be furnished by other public and private agencies and groups, such as welfare agencies, community action agencies, and PTAs. Many respondents implied that the child care center should not be the responsibility of the adult school yet should be administered in close cooperation with the adult school administrator.

14. What kinds of support have you received from delegate organizations such as the PTA, the Mexican-American Educators' Association, and the Mexican-American Political Association?

A great number of respondents stated that support from such delegate organizations had been very strong. Among those cited as giving aid were the following: the Mexican-American Legion post, the PTA, the Community Action program, the National Association for the Advancement of Colored People, community service organizations, the Mexican-American Honor Society, the United Volunteer Services, the Daughters of the American Revolution, the Mexican-American Political Association, the local International House, and the Pan-American League. These groups aided adult school education by:

- Explaining the program
- Providing refreshments and gifts for Christmas parties
- Providing materials for Americanization classes
- Organizing cultural enrichment projects
- Establishing child care centers

The two most negative opinions expressed by respondents were that "these organizations all fight for publicity"; and that "community organizations, by and large, are paper organizations with leaders but no workers."

15. What kinds of published materials have been in use in the English as a second language classes?

Responses to this question duplicated information already gathered by the Bureau of Adult Education. (See *Handbook for Teachers of English as a Second Language: Americanization-Literacy*. Sacramento: California State Department of Education, 1969.) In general, although most

of the respondents stated that they were familiar with the latest materials developed exclusively for the non-English-speaking population, they indicated that their teachers were still using literacy materials more frequently.

The wide variety of responses clearly indicated that there was no established pattern by which administrators selected instructional materials. Most administrators apparently did not believe that selection of instructional materials was an appropriate administrative function in the adult school.

When a respondent did mention specific materials for non-English-speaking classes (Macmillan's *English 900 Series*, for example), he qualified his response by adding that such materials appeared to be the most popular with his teaching staff. The conclusion to be drawn from this qualification was that administrators of adult schools did not view selection of instructional materials as one of their responsibilities.

16. Have you devised any other materials for use with your students?

Many of the respondents stated that they were using teacher-made materials, including such items as captionless cartoons; workbooks compiled by a committee of teachers; collections of rhymes, riddles, and poems in Spanish; worksheets based on successful lessons submitted by teachers; and, in two instances, entire textbooks developed by the school staff.

17. In your opinion would there be any value in having consumable materials published for "take home" purposes?

The majority of the respondents favored the use of consumable materials. However, they also mentioned the cost involved and the need for presentation of the materials in class. Nevertheless, they still believed such materials would give status to the educative process, could be shared with children, and could be used for motivation and reinforcement.

18. What form(s) do you feel these materials might take?

Respondents approved of the following practice materials used in teaching English as a second language:

- Flash cards illustrating sound and sentence patterns
- Duplicator materials
- Workbook materials pertaining to classwork
- Pictures, illustrations, drills, and crossword puzzles
- Easy-to-read newspapers
- Dual-language credit applications and employment applications
- Stories dealing with cultural differences
- Materials dealing with recreational sites

Respondents considered as too expensive audiovisual study materials dealing with English as a second language and with acculturation (including hardware). They did approve of the following additional materials:

- Recipes
- Finger paints
- Spanish-English dictionaries
- Reprints of articles
- Materials from public agencies
- Inexpensive library books and magazines
- Newsletters in native language
- Children's newspapers and weekly readers
- Programmed material

19. Other than by formal requests by receiving schools, have you devised any means whereby records or transcripts may be transmitted with the student?

Most respondents indicated that little was being done about records and transcripts except for the use of certificates for students working toward a high school diploma.

20. What reaction would you have to a mobile inservice teacher education unit which would offer workshops in such areas as method in teaching English as a second language and cultural anthropology?

The response to this question was largely favorable. Respondents stated that teachers could use the extra help of a mobile unit conveniently located. Some respondents, however, said that they preferred a central workshop or indicated that university extension courses and regular college courses provided such services.

21. Teachers are frequently called upon to do most of the vocational and personal counseling with non-English-speaking students. The objective of this counseling is to improve the self-concept, to encourage the development of ambition, and to establish realistic levels of aspiration. What other sources might be drawn upon which would enhance such counseling?

a. Presentations by successful representatives of various ethnic groups?

Most respondents indicated that they were willing to involve ethnic group leadership in their programs, and they recognized the motivational need of such involvement. Some felt that the same

purpose could be accomplished by the use of appropriately written instructional materials or by informal school social affairs that included ethnic group leaders. A repeated warning was expressed by respondents that presentations which emphasized only middle-class values should be avoided.

b. Presentations by local employment groups?

Respondents generally felt that such presentations were useful and were a direct source of vocational counseling. Other respondents suggested the possibility of working cooperatively with employment groups toward the articulation of the educational program with employers' needs.

c. Use of visual aids produced especially for vocational and cultural purposes?

In general, most respondents approved of the use of visual aids for giving specific vocational information and for teaching cultural values. They also indicated that there was a shortage of good visual materials and that further research and development was needed before such use of visual aids would become widespread and meaningful.

d. Use of consumable materials prepared especially for various groups?

Respondents indicated that such consumable materials would have to be revised periodically and be designed for a particular area. However, they stated that such consumable materials could prove beneficial if they were related to an occupational-informational series of classes.

e. Presentations by traveling "cultural" troupes?

This section of the question may not have been fully understood by the administrators queried. The groups referred to present short, real-life, sociodramatic programs aimed at developing student interest and participation. The goal of the presentations is that the student, through observation and participation, will better understand his own cultural values and thus be better equipped to deal realistically with the dominant culture.

Few administrators responded to this part of the question. Some expressed concern about difficulties in coordinating travel activities from district to district; others believed activities of this nature should be conducted exclusively on the local level. Respondents apparently were unwilling to involve their schools in such activities unless they themselves are involved in the planning and are thoroughly informed of the nature of the presentations and the implications for their communities. Only one respondent stated positively that such troupes generate great interest in the community and are extremely effective in establishing communication with the target population.

22. Have you had any success in establishing cooperative programs with other local agencies in which you supplied the total educational component?

Most respondents stated that they had successfully established cooperative programs with agencies, institutions, and groups such as the following:

- Departments of social welfare
- Departments of recreation

- Departments of employment (with particular reference to Manpower Development and Training Act programs)
- Departments of health
- Housing authorities
- Libraries
- Service organizations
- Labor unions
- Industrial and commercial corporations
- Homes for the aged and destitute

23. If it is not possible to supply the total educational component, what kinds of materials might we develop to be carried by the representatives of the various agencies such as welfare, health, the migrant ministry, and the like?

Replies to this question were generally conservative. Some respondents said that materials to be developed should be practical, should sell education, and should deal with nutrition or hygiene. Especially in the area of tutoring, they thought materials could be used properly by representatives of the other agencies.

Other respondents wanted agency representatives to act as carriers of take-home materials, such as flyers, schedules, newsletters in the native language, filmstrips, tapes, and programmed learning materials.

Still other respondents believed it possible to form cooperative committees so that agencies could complement each other. They hoped that a philosophy of cooperation with adult education programs would be developed in the community so that a total effort could be made to get people to enroll in classes.

Among the negative responses submitted were the following:

- Other agencies are trying to sell a brand of salvation for other purposes, either good or bad.
- I would prefer keeping education in the context of education.
- I was not hired as a welfare worker or minister, and *they* are not professional educators.

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